

Message Text

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PAGE 01 CANBER 07630 01 OF 02 030710Z
ACTION EA-12

INFO OCT-01 EUR-12 ISO-00 FEA-01 AID-05 CEA-01 CIAE-00
COME-00 DODE-00 EB-08 FPC-01 H-01 INR-07 INT-05
L-03 NSAE-00 NSC-05 OMB-01 PM-05 USIA-06 OES-07
SP-02 SS-15 STR-05 TRSE-00 ACDA-12 NRC-05 IO-13
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R 030603Z NOV 77
FM AMEMBASSY CANBERRA
TO SECSTATE WASHDC 1670
INFO AMEMBASSY PARIS
AMEMBASSY VIENNA
ERDA HQ GERMANTOWN
ERDA HQ WASHDC

LIMITED OFFICIAL USE SECTION 1 OF 2 CANBERRA 7630

USIAEA
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EO 11652: NA
TAGS: EMIN, ENRG, MNUC, TECH, AS, US
SUBJ: CONFIDENTIAL GOA NUCLEAR DOCUMENT LEAKED

1. BEGIN SUMMARY: DFA CONFIDENTIAL DOCUMENT (REPEATED PARA 6) REFLECTING VIEWS OF AMBASSADOR AT LARGE (FOR NUCLEAR AFFAIRS) MR. JUSTICE FOX, ON NUCLEAR SAFEGUARDS WAS LEAKED NOVEMBER 2 TO DEPUTY LEADER OF FEDERAL OPPOSITION, TOM UREN, WHO IN TURN ALERTED PRESS. CRITICS OF AUSTRALIAN URANIUM MINING ARE POINTING OUT THAT JUSTICE FOX'S DOUBTS ABOUT US NUCLEAR SAFEGUARDS POLICY IS EVIDENCE THAT ASSURANCES CANNOT BE GIVEN THAT AUSTRALIAN URANIUM COULD NOT BE DIVERTED TO NON-PEACEFUL USES. INADEQUACIES OF US POLICY, ACCORDING TO CRITICS, MAKE AUSTRALIAN URANIUM MINING UNTENABLE BECAUSE US NUCLEAR SAFEGUARDS POLICY SUPPORTS GOA

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PAGE 02 CANBER 07630 01 OF 02 030710Z

DECISION TO MINE URANIUM.

2. DFA SOURCE INFORMED RESOURCES ATTACHE THAT DOCUMENT APPEARING IN PRESS IS AUTHENTIC BUT ASSURED RA THAT GOA FULLY SUPPORTS US NUCLEAR SAFEGUARDS INITIATIVES. MAJOR CONCERN WITH LEAKED DOCUMENT IS FACT THAT LEAK OCCURRED, NOT THE CONTENT OF THE DOCUMENT WHICH DFA

SOURCE SAID IS REALLY NOTHING NEW. END SUMMARY.

3. LEAKED DOCUMENT IS RECORD OF CONVERSTATION WITH JUSTICE FOX ON SEPTEMBER 29, 1977, AT WHICH TIME HE BRIEFED GOA GROUP ON HIS IMPRESSIONS ON NUCLEAR SAFEGUARDS FOLLOWING EXTENSIVE TRAVEL ABROAD. DFA SOURCE POINTED OUT TO RA THAT DOCUMENT IS QUOTE SUMMARY OF A SUMMARY OF FOX'S DISCUSSIONS WITH OVER 200 PEOPLE, AND THERE IS DANGER OF REMARKS BEING TAKEN OUT OF CONTEXT. END QUOTE.

4. HIGHLIGHTS OF JUSTICE FOX'S REMARKS ARE: (A) PRESIDENT CARTER'S NONPROLIFERATION POLICY IS AMBIGUOUS AND UNCERTAIN; (B) US AND CANADIAN NUCLEAR POLICIES HAD DRAWN ATTENTION TO DANGERS ASSOCIATED WITH REPROCESSING AND BREDDER REACTORS; (C) DOUBTED CARTER POLICY WOULD WORK BECAUSE DICTATION AND DISCRIMINATION POSED BY RESTRAINTS ON REPROCESSING AND BREEDERS WERE AT CORE OF DEVELOPING COUNTRY HOSTILITY; (D) CONCERN ABOUT ABILITY OF IAEA TO ADMINISTER SAFEGUARDS; (3) NEED INTERNATIONAL ACTION TO IMPROVE NUCLEAR CONTROL; AND (F) PRINCIPAL REQUIREMENT WAS TO INCREASE CONFIDENCE INTERNATIONALLY AGAINST DIVERSION OF NUCLEAR MATERIALS TO MILITARY PURPOSES.

5. FOREIGN MINISTER PEACOCK, IF ASKED IN PARLIAMENT
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PAGE 03 CANBER 07630 01 OF 02 030710Z

BOUT JUSTICE FOX'S VIEWS, WILL STATE RELATIVE TO US PLICY THAT: (A) DOCUMENT REVEALS NOTHING NEW CONCERNING QUESTIONS ABOUT US SAFEGUARDS POLICY; (B) GOA REALIZES THAT US POLICY DEPENDENT ON FINAL CONGRESSIONAL APPROVAL, THEREFORE, EXACT CONTENT AT THIS TIME CANNOT BE DISCERNED; (C) GOA FULLY SUPPORTS US NUCLEAR SAFEGUARDS POLICY; (D) INFCE VIEWED AS POSITIVE STEP IN ESTABLISHING INTERNATIONAL NUCLEAR SAFEGUARDS; (E) INTERNATIONAL CONSULTATIONS REQUIRED TO DEAL WITH ISSUE OF NUCLEAR FUELS REPROCESSING.

6. FOLLOWING IS TEXT OF CONFIDENTIAL DOCUMENT AS IT APPEARED IN SYDNEY MORNING HERALD OF NOVEMBER 3. AUTHENTICITY OF DOCUMENT VERIFIED BY DFA OFFICIAL.

QUOTE MAIN SUBJECTS: NUCLEAR NONPROLIFERATION. MR. JUSTICE FOX INVITED OFFICIALS CONCERNED WITH URANIUM AND NONPROLIFERATION MATTERS TO HEAR HIS IMPRESSIONS OF HIS RECENT OVERSEAS VISIT. IN A MEETING LASTING NEARLY THREE HOURS, JUDGE FOX MADE THE FOLLOWING MAIN POINTS: THE PRINCIPAL PURPOSE OF HIS VISIT HAD BEEN TO INVESTIGATE THE PROLIFERATION PROBLEM.

IN THE UNITED STATES, HE HAD FOUND THE CARTER NONPROLIFERATION POLICY TO BE AMBIGUOUS AND UNCERTAIN. THERE WERE WIDELY DIVERGENT VIEWS WITHIN THE ADMINISTRATION. MOREOVER, THE FILLS BEFORE CONGRESS WERE MORE DRACONIAN THAN ADMINISTRATION POLICY AND REPRESENTED A MOVE TOWARDS QUOTE NUCLEAR ISOLATIONISM. UNQUOTE

INTERNATIONALLY, THERE WAS RECOGNITION THAT THE UNITED STATES AND CANADIAN NUCLEAR POLICIES HAD DRAWN ATTENTION TO THE PARTICULAR DANGERS ASSOCIATED WITH REPROCESSING AND BREEDER REACTORS. THERE WERE, HOWEVER, STRONG RESERVATIONS ABOUT THE SOUNDNESS OF THOSE POLICIES. RESTRAINTS ON REPROCESSING AND BREEDERS WERE SEEN AS LIMITED OFFICIAL USE

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PAGE 04 CANBER 07630 01 OF 02 030710Z

CONSTITUTING INTERFERENCE WITH NATIONAL ENERGY PROGRAMS AND AS UNDERMINING THE FORCE OF THE NPT AS NONPROLIFERATION INSTRUMENT. US/CANADIAN POLICIES WERE DEEPLY RESENTED IN WESTERN EUROPE, BRAZIL AND JAPAN AND THERE WAS GENERAL OPPOSITION ELSEWHERE TO THE PROPOSITION THAT THERE COULD BE NO REPROCESSING OF AMERICAN-SUPPLIED MATERIAL WITHOUT UNITED STATES' CONSENT. MR. JUSTICE FOX HAD ENCOUNTERED

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PAGE 01 CANBER 07630 02 OF 02 030717Z
ACTION EA-12

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L-03 NSAEC-00 NSC-05 OMB-01 PM-05 USIA-06 OES-07
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/133 W

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R 030603Z NOV 77
FM AMEMBASSY CANBERRA
TO SECSTATE WASHDC 1671
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LIMITED OFFICIAL USE SECTION 2 OF 2 CANBERRA 7630

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THIS SENTIMENT IN DISCUSSIONS HE HAD HELD IN VIENNA AND NEW YORK WITH REPRESENTATIVES OF DEVELOPING COUNTRIES SUCH AS EGYPT, IRAN, PAKISTAN, INDIA, ARGENTINA AND THE PHILIPPINES. HE CONSIDERED THAT DICTATION AND DISCRIMINATION WERE AT THE CORE OF DEVELOPING COUNTRY HOSTILITY. THERE WAS CLEARALY A BELIEF THAT ARTICLE IV OF THE NPT HAD BEEN COMPROMISED, SUSPICION ABOUT THE ROLE OF NUCLEAR SUPPLIERS' GROUP AND A TENDENCY TO VIEW THE MATTER IN THE CONTEXT OF NORTH/SOUTH ISSUES. FOR THESE REASONS, THE JUDGE DOUBTED THAT THE CARTER POLICY WOULD WORK. CANADIAN POKICY WAS STILL SUFFERING FROM THE TRAUMA CAUSED BY THE INDIAN NUCLEAR EXPLOSION. WE SHOULD NOT REGARD CURRENT POLICY AS ENTRENCHED. MR. JUSTICE FOX CONSIDERED THAT CANADIAN POLICY SHOULD MOVE INNERQUOTE IN MORE SOUND DIRECTIONS. END INNERQUOTE

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PAGE 02 CANBER 07630 02 OF 02 030717Z

THE JAPANESE WERE PLEASED WITH THE DEAL THEY HAD NEGOTIATED WITH THE UNITED STATES ON THE OPERATION OF THEIR REPROCESSING PLANT. THE JUDGE HAD BEEN TOLD, INCLUDING BY THE FOREIGN MINISTER, THAT JAPAN WOULD BE PREPARED TO ACCEPT MULTI-NATIONAL MANAGEMENT OF THE REPROCESSING FACILITY.

BRAZIL'S POSITION HAD BEEN MISREPRESENTED TO SOME EXTENT. IF FACED A GENUINE PROBLEM IN ASSURING ITS ENERGY REQUIREMENTS. IT WAS PREPARED TO ACCEPT STRICT SAFEGUARDS AND TO BEHAVE AS IF IT WERE A PARTY TO THE TREATY OF TLATELOLCO (THE LATIN AMERICAN NUCLEAR FREE ZONE). THE IDEA OF A NUCLEAR WAR IN SOUTH AMERICA WAS RIDICULOUS. THE UNITED STATES HAD MADE A MAJOR ERROR BY SEEKING TO DRIVE BRAZIL INTO A CORNER. THE JUDGE HAD BEEN INFORMED IN WEST GERMANY THAT THAT COUNTRY HAD REFUSED TO MAKE ANY CHANGES TO THE NUCLEAR SUPPLY ARRANGEMENTS IT HAD NEGOTIATED WITH BRAZIL AND INNERQUOTE WOULD NOT DARE END INNERQUOTE TO DO SO.

BILATERAL SAFEGUARDS ARRANGEMENTS WERE BECOMING INORDINATELY COMPLEX, BUT WERE THE BEST WE HAD AT THE MOMENT. THERE WAS CONCERN ABOUT THE ABILITY OF THE IAEA TO ADMINISTER SAFEGUARDS SATISFACTORILY AND PROBLEMS IN REGARD TO MILITI-LABELLING AND DIFFERING TERMS OF SUPPLY. THERE WAS A NEED

FOR INTERNATIONAL ACTION TO IMPROVE THE NUCLEAR CONTROL ARRANGEMENTS.

THE PRINCIPAL REQUIREMENT WAS TO INCREASE CONFIDENCE INTERNATIONALLY AGAINST THE DIVERSION OF NUCLEAR MATERIALS TO MILITARY PURPOSES. THIS WAS PARTICULARLY SO WHILE COUNTRIES LIKE ISRAEL AND SOUTH AFRICA WERE ABLE TO LIMITED OFFICIAL USE

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PAGE 03 CANBER 07630 02 OF 02 030717Z

EXPLOIT THEIR POTENTIAL FOR NUCLEAR WEAPONS DEVELOPMENT OR UNCERTAINTY ABOUT THEIR INTENTIONS FOR POLITICAL ENDS. MULTINATIONAL MANAGEMENT OF REPROCESSING CENTRES WOULD PROVIDE SUCH CONFIDENCE, BOTH TO THE PARTICIPANTS AND THE REST OF THE WORLD.

MR. JUSTICE FOX HAD FLOATED ON HIS OWN ACCOUNT THE IDEA OF MULTI-NATIONAL CENTRES DURING HIS DISCUSSIONS OVERSEAS. HE HAD FOUND THE PROPOSAL HAD BEEN ENTHUSIASTICALLY RECEIVED AND HAD ALMOST UNIVERSAL APPROVAL. HE HAD NOT REFINED HIS THINKING ON HOW THE IDEA MIGHT BE IMPLEMENTED OR UNDER WHAT AEGIS IT MIGHT BE SPONSORED - IAEA, OECD, NSG OR INFCE. HE THOUGHT, HOWEVER, IT WOULD BE BEST TO AVOID DRAWING UP AN INTERNATIONAL TREATY AND WONDERED WHETHER IT COULD BE ACHIEVED BY THE SIMPLE PASSAGE OF A RESOLUTION THROUGH THE IAEA. THE PROPOSAL WAS LESS AMBITIOUS THAN THE IAEA STUDY ON REGIONAL FUEL CENTRES. HE BELIEVED THAT AUSTRALIA HAD A RESPONSIBILITY TO TRY TO DEVELOP THE CONCEPT. WE ARE INNERQUOTE CLEAN-SKINNED END INNERQUOTE AND WERE NOW IN A POSITION TO EXERT INFLUENCE. END QUOTE.

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Message Attributes

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Disposition Comment: 25 YEAR REVIEW
Disposition Date: 22 May 2009
Disposition Event:
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